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Report of the Peacebuilding Commission

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Report of the Peacebuilding Commission on its fifth session

I. Introduction

1. The present report has been prepared pursuant to General Assembly resolution 60/180 and Security Council resolution 1645 (2005), in which the Peacebuilding Commission was requested to submit an annual report to the Assembly for an annual debate and review. The report will also be submitted to the Council, pursuant to its resolution 1646 (2005), for an annual debate. The report covers the fifth session of the Commission, from 1 January to 31 December 2011.

2. On 29 October 2010, the General Assembly, in its resolution 65/7, and the Security Council, in its resolution 1947 (2010), requested the Commission to reflect in its annual reports the progress made in taking forward the relevant recommendations contained in the co-facilitators' report entitled "Review of the United Nations peacebuilding architecture" (A/64/868-S/2010/393; the 2010 review). The present report is the first response to that request.

II. Work of the Commission

3. During the reporting period, the Organizational Committee developed a workplan that focused on the implementation of the relevant recommendations from the 2010 review. At the same time, the country configurations of the Peacebuilding Commission continued their support for countries on the agenda by providing political advocacy and support, fostering coherence among key actors and intensifying efforts at resource mobilization. A new country, Guinea, was placed on the agenda on 23 February 2011. The Working Group on Lessons Learned facilitated broader lesson sharing, focusing on critical peacebuilding priorities for the countries on the Commission's agenda. The reporting period also witnessed continued improvement in synergies with the Peacebuilding Fund, which is reflected in greater detail in the relevant country-specific sections (see sect. II.B).

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A. Organizational Committee

Implementation of relevant recommendations from the 2010 review

4. The Organizational Committee approved, on 25 January, the Chair's road map for actions in 2011. The road map is considered a living document which spells out the Commission's plan to take forward in 2011 the relevant recommendations from the 2010 review. It prioritized four areas, namely: (a) support for national capacity development; (b) resource mobilization; (c) alignment of key actors behind common peacebuilding objectives; and (d) adoption of flexible and adaptable instruments of engagement.

5. The fourth annual informal retreat at the ambassadorial level, which took place on 30 March 2011, provided an early opportunity for the Committee to address two of the priority areas identified by the road map, the alignment of key actors and national capacity development. The retreat provided a platform for member States to exchange views on, draw attention to and encourage actions by key United Nations operational actors in relation to those priorities. In particular, they discussed ways in which the Commission could leverage its political weight and potential convening power as it exercises its mandate to align relevant actors behind a common vision for peacebuilding. The participants also reflected on common challenges to national capacity development in post-conflict settings and the role that the Commission should play in helping the countries on its agenda to meet those challenges.

6. Building on the initial discussions at the retreat, the Peacebuilding Support Office led a process within the Senior Peacebuilding Group culminating in a document that presented the United Nations system views on the implementation of the road map. Drawing on those early processes, the Committee was able to set in motion policy-level and thematic discussions relating to the priorities identified in the road map, and initiate important outreach activities through its Chairperson and the Chairs of the Commission's configurations. Those discussions and activities were designed to support the work of the country configurations. The remainder of section I describes the specific actions that the Committee has taken in implementation of the road map. An analytical account of progress made and outstanding challenges are outlined in section III of the report.

Practical approaches to resource mobilization

7. On 1 June, the Chair of the Working Group on Lessons Learned briefed an informal meeting of the Committee on a recently convened discussion on practical approaches to resource mobilization. The discussion confirmed and highlighted both the potential and the limitations of the Commission's role in resource mobilization. The Chairs of the country configurations provided an overview of the progress made and challenges faced in resource mobilization for the countries on the agenda. The Committee's discussion reflected an evolving and practical understanding that the Commission's role in undertaking resource mobilization for the countries on its agenda would include assistance rendered for prioritization; advocacy and political accompaniment; policy formulation; and coordination of efforts and facilitating partnerships with international financial and regional institutions, as well as with the private sector.

Focus on national capacity development

Review of civilian capacity in the aftermath of conflict

8. As part of the focus on supporting national capacity development, the Committee continued to engage in review of civilian capacity in the aftermath of conflict. Building on the contributions it made to the work of the Senior Advisory Group during the previous reporting period (see A/65/701-S/2011/41), the Committee initiated the fifth session by interacting with a member of the Advisory Group and the Director of the review team in the Secretariat. During that interaction, the Committee was apprised of the recommendations contained in the independent report of the Senior Advisory Group (A/65/747-S/2011/85, annex II). Several members reiterated the importance of the recommendations, which would help to improve the United Nations contribution to strengthening national capacities for peacebuilding. The member of the Advisory Group emphasized that the Commission would be a particularly appropriate forum for taking forward a number of recommendations in view of its mandate to work across organizational boundaries and address the entire continuum of peacebuilding activities.

9. The Under-Secretary-General of the Department of Field Support briefed the Committee on 22 July on the process of taking forward the recommendations made by the Secretary-General in his report on civilian capacity in the aftermath of conflict (A/66/311-S/2011/527). She pointed out that preliminary United Nations efforts in South Sudan were already highlighting the mismatch between high popular expectations of delivering results and the weak absorption capacity of the Government. South Sudan was also an example in which building capacity could benefit from joint projects and partnerships between the United Nations and regional organizations. Some members of the Committee expressed interest in at least one of the countries on the agenda becoming a pilot for the implementation of partnership arrangements that draw on the capacities from the global South, and in the United Nations exploring agile and predictable funding for those arrangements.

System-wide developments

10. On 22 June, the Assistant Administrator and Director of the Bureau for Crisis Prevention and Recovery of the United Nations Development Programme (UNDP), was invited to brief the Committee on an evolving process led by UNDP aimed at strengthening the United Nations system-wide approach to capacity development for peacebuilding. The Director underlined the growing consensus that capacity development for peacebuilding should encompass a national vision and inclusive ownership of the peacebuilding processes, clarity of priorities and realistic sequencing of activities. Members of the Committee stressed the need for a United Nations system-wide approach to capacity development for peacebuilding. Such an approach would give balanced attention to strengthening security and economic capacities in countries emerging from conflict, and to the capacity of the State to deliver quick dividends while building longer-term institutional capacity.

Partnership, outreach and experience-sharing

11. Building on the recommendations made and the momentum generated by the 2010 review, the Chairperson and the Chairs of the configurations undertook a number of activities on behalf of the members of the Organizational Committee and the wider membership of the Commission. Those activities were aimed either at

broadening the base of support of Member States and regional groupings for the country-specific work of the Commission, or at strengthening partnerships with key actors at Headquarters and in the field. Some of the activities described below could also be viewed in the context of the Commission's key functions, such as resource mobilization and promoting coherence.

Interaction with the World Bank

12. On 29 April, the Committee hosted the launching of the World Bank's *World Development Report 2011: Conflict, Security and Development*,[1] bringing together members of the World Bank Board of Directors and of the Commission, as well as senior officials from the main operational United Nations entities. The event offered an opportunity to exchange views on the following: the overarching challenges identified in the *Report*; substantive areas requiring greater attention by the World Bank and other United Nations entities; opportunities for the organizations to improve their institutional response in post-conflict settings; and the support that is required from the international donor community. Concrete suggestions to take forward the recommendations of the *Report*, with support from the United Nations system, included: (a) the need to jointly address country-specific implications in the Commission's country configurations; (b) combined or closely coordinated programming between the World Bank and other entities of the United Nations system, and other national and international actors, especially where issues of security, justice and development intersect; (c) linking the operationalization of relevant recommendations contained in the 2011 *Report* to that of relevant recommendations from the review of civilian capacity (A/65/747-S/2011/85); and (d) the need to develop impact measurement tools and indicators that can inform the workplans of the World Bank and other United Nations entities.

Interaction with political and regional groupings

13. The Chairperson interacted with the Coordinating Bureau of the Movement of Non-Aligned Countries and the Group of African States on 20 April and 26 May, respectively. During the interactions, the Chairperson presented the Commission's plans to take forward the recommendations of the 2010 review and advocated for more proactive engagement by the members of the Coordinating Bureau and the Group of African States in support of the Commission's work. The feedback from the membership of both groupings was positive, showing the scope of broad political support for the Commission, and at the same time confirming the need for more regular and targeted outreach to the broader membership in order for the political support to further translate into practical assistance to the countries on the Commission's agenda.

High-level Meeting on Post-Conflict Peacebuilding: the experience of Rwanda

14. The Government of Rwanda, in its capacity as the Chair of the Commission and in collaboration with the African Development Bank (AfDB) and the Peacebuilding Support Office, convened in Kigali on 8 and 9 November a high-level meeting on post-conflict peacebuilding: peace and State-building: the Rwandan experience. President Paul Kagame of Rwanda, opened the meeting, with the participation of the President of Burundi, the Prime Minister of Côte d'Ivoire and

[1] Washington, D.C., International Bank for Reconstruction and Development/World Bank, 2011.

other high-level officials from the countries on the Commission's agenda. Representatives from Haiti and Timor-Leste, senior officials from the African Union and the World Bank, and Chairs of the Commission's configurations also participated in the meeting.

15. The event represented an innovative effort by the Commission to serve as a platform for promoting experience-sharing between countries that have undergone peacebuilding and State-building processes and those who are engaged in or embarking on similar processes. Frank and focused discussion took place on critical peacebuilding challenges, such as inclusive ownership and leadership; innovative approaches to nation-building and socio-economic development; and the strategic use of aid. The discussions were designed to allow for the participating countries to gain first-hand insights into Rwanda's experience in managing a complex post-conflict landscape focused on State- and institution-building.

16. The recommendations from the event included a call on the Commission to reflect on lessons learned from the Rwandan experience, as appropriate, in the development and implementation of the instruments of engagement with the countries to be placed on its agenda. Another recommendation was that the Commission build on existing mechanisms within the United Nations system to facilitate lesson-sharing between countries that have experience in peacebuilding and State-building and those that are about to undertake such processes. In addition, African countries represented at the Conference called for sustainable mechanisms to drive a more proactive African agenda of sharing lessons and best practices in peacebuilding and nation-building, for the benefit of African countries that have undergone conflict.

17. Going forward, the Commission will actively follow up on the report of the Secretary-General on civilian capacity in the aftermath of conflict (A/66/311-S/2011/527) and engage with the African solidarity initiative of the African Union.

Establishing a partnership with the African Development Bank

18. The Chairs of the configurations visited the temporary headquarters of the African Development Bank in Tunis on 11 November. The visit was the first of its kind since the establishment of the Commission. A key objective of the visit was to deepen the collaboration between the Commission and AfDB and explore how both institutions could jointly support peacebuilding priorities in African countries on the Commission's agenda. The visit culminated in minutes of consultation, which spell out areas of potential collaboration between the two institutions. These include resource mobilization and advocacy; policy dialogue on critical peacebuilding issues; working together on youth employment; and underlining complementarity of funding between the Peacebuilding Fund and AfDB. In follow up to the outcome of the visit, the Peacebuilding Support Office is developing a workplan with AfDB to take forward each of the above-mentioned areas of collaboration.

Promoting women's role and participation in peacebuilding

19. The Committee jointly organized a meeting with the Executive Board of the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) on 18 November. The main objectives were to draw attention to the immediate and long-term needs of women and their role in economic recovery for sustainable peacebuilding; to share good practices on integrating women into

employment and economic recovery initiatives; and to generate common thinking to promote coordination and coherence in the work of the United Nations system and other partners. The meeting highlighted the need for the Commission and UN-Women to jointly promote a 15 per cent spending threshold for United Nations projects that target women's needs and empowerment; to convene country-specific discussions on the progress and challenges of integrating women into peacebuilding; and to activate the dialogue between country configurations and UN-Women on country priorities for women's participation in peacebuilding.

Thematic discussion: contribution of peacekeepers to early peacebuilding

20. In its resolution 65/290, the General Assembly requested that the Secretary-General consult closely, throughout the process of the preparation of the strategy for early peacebuilding, with Member States, the Commission, the funds, programmes and specialized agencies of the United Nations system, and all relevant Secretariat entities. Pursuant to that request, on 25 October, the Committee invited the Department of Peacekeeping Operations and the Department of Field Support to conduct a briefing on the jointly and recently developed strategy on the contribution of peacekeepers to early peacebuilding. The briefing was envisaged as part of the ongoing reflection within the Commission on the synergy between peacekeeping and peacebuilding in the field, an issue highlighted in the 2010 review in the context of the relationship between the Commission, the General Assembly and the Security Council.

21. The representative of the Department of Peacekeeping Operations noted that the strategy identifies activities that advance the peace process and political objectives of the mission and activities that aim to consolidate the peace process by laying the foundations for longer-term institution-building. The Department also emphasized that the strategy represents a checklist to be followed to ensure that critical peacebuilding elements are addressed and that the Commission's role becomes crucial as the peacekeeping missions prepare for transition from one form of political and operational engagement to another, as in the case of Liberia.

22. Committee members emphasized the need for the process of developing the strategy to take into consideration the views of troop-contributing countries and for further discussions with member States at the meetings of the Commission, as well as at the Special Committee on Peacekeeping Operations. Members of the Organizational Committee stressed that the strategy would be assessed by its practical contribution to a more effective and successful performance of critical peacebuilding tasks by peacekeeping missions. Members also placed particular emphasis on the need for peacekeeping missions to draw on the capacity and expertise of the United Nations country teams in the context of a more effective integration of efforts to support peacebuilding in the field, while ensuring that peacebuilding prioritization must continue to be a nationally owned process and demand-driven. In that respect, a representative of UNDP who participated in the discussion noted that development actors needed to be engaged early in designing the peacekeeping missions' peacebuilding activities.

Interaction with the principal organs of the United Nations system

23. Interaction with the General Assembly has been reflected through the Chairperson's briefing to the Special Committee on Peacekeeping Operations of the General Assembly on 25 February. During the briefing, the Chairperson presented the Commission's perspectives on the complementarity between peacekeeping and peacebuilding with a view to informing the Committee's development of the corresponding section of its annual report. In this regard, he pointed out that while integrated peacekeeping missions have contributed to meeting various peacebuilding priorities, there is a need to improve the manner in which security and development actors in the field plan and carry out their respective tasks. There is also a need for more clarity in regard to roles and responsibilities.

24. The relationship with the Security Council has continued to develop during the reporting period. In the context of the midyear discussion of the Chairperson's progress report on the implementation of the road map, members of the Committee who are also members of the Security Council outlined areas where progress has been made, including the following: the introduction of informal interaction between the Council, the Chairs of the country configurations and the representatives of the countries on the agenda when the mandate of the corresponding peacekeeping or political mission is being reformulated; and the increasing reference in relevant statements by the President of the Council to the work of the Commission and the need to actively draw on its advice. The Chairperson of the Commission and the Chairs of the country configurations were also invited to address relevant meetings of the Council and conduct country-specific briefings, providing an opportunity to highlight the potential for strengthening the Commission's advisory role to the Council. The participation of permanent members in the Commission's field visits to the Central African Republic and Liberia represented another important development during the reporting period aimed at strengthening the links between the Council and the Commission. However, there is growing recognition that additional efforts are needed on both sides to strengthen the relationship, which is underscored in the "Conclusions" section of the report (see para. 109).

25. The Commission and the Economic and Social Council organized an informal joint event on 13 June, on the theme "Promoting durable peace and sustainable development in the Sudan and South Sudan". The event took place ahead of the formal declaration of independence of South Sudan and aimed at drawing international attention to the development and State-building priorities of the nascent country. The event was inaugurated by the Vice-President and Finance Minister of the Government of Southern Sudan, who underlined the need for demand-driven, coordinated, coherent and integrated support by the United Nations system. Subsequently, on 22 July, the Chairperson made his annual informal briefing to the substantive session of the Council, at which he underscored that the Commission would continue to join voices with the Council to ensure that institutional and bilateral actors pay sufficient attention to generating early and sustainable socio-economic dividends as part of any long-term peacebuilding engagement in the countries emerging from conflict.

B. Country configurations

1. Burundi

26. The review of progress in the implementation of the Strategic Framework for Peacebuilding in Burundi: fifth progress report (PBC/5/BDI/3; fifth review) provided an opportunity for the Commission to renew its engagement with the Government and key stakeholders with respect to the peacebuilding agenda. The review resulted in the outcome document (PBC/5/BDI/2), which was adopted on 26 April and constituted the revised instrument of engagement between the Commission and the Government of Burundi. Taking into account the completion of the 2010 elections, the scope of the engagement was narrowed to the following tasks: (a) consolidation of the culture of democracy and dialogue; (b) good governance, human rights and the rule of law (fight against corruption, strengthening of the human rights instruments, transitional justice and reconciliation); (c) socio-economic reintegration of vulnerable groups; (d) the second poverty reduction strategy paper (peacebuilding issues, resource mobilization); and (e) regional integration. The engagement was also marked by close consultations with regard to the renewal allocation from the Peacebuilding Fund.

27. To provide more frequent opportunities to engage with Burundi, the Chair convenes an open-ended steering group of interested members on a regular basis. The steering group exchanges views with the United Nations Office in Burundi (BNUB) and is involved in the implementation of tasks at hand.

Political advocacy and support

28. The Chair of the configuration visited Burundi and the East African region from 14 to 22 February and from 31 October to 5 November to pursue engagement with the Government and national, regional and international stakeholders and to discuss further the Commission's priorities in the peacebuilding phase following the 2010 elections. Throughout the visits and meetings of the configuration, the Chair and members of the configuration highlighted the most recent progress achieved by Burundi as a way to advocate for further support and sustain the interest of the international community. Progress was made in a number of areas, including the following: (a) performance contracts that the President signs with members of his Government as a new tool to strengthen accountability; (b) the President's zero tolerance policy against corruption, together with the actions already taken to address cases of corruption and eradicate the culture of corruption; (c) the creation of the office and the appointment of the Ombudsman and the allocation of resources for the office's work; (d) the creation of the Independent National Human Rights Commission and the commitment for its substantial financing in 2012; and (e) the publication of the report of the national consultations on the establishment of transitional justice mechanisms and the report of the technical commission, including the first draft of the law establishing the truth and reconciliation committee.

29. The report on the fifth review, which was prepared under the leadership of the Government of Burundi, together with the visits and meetings of the configuration were used both to highlight progress and to point to remaining economic and political challenges that require the attention of the Government and the support of its partners. Those challenges include the significant political rifts in the country,

which manifest themselves through attacks against members of the opposition. The apparent unwillingness of the opposition to engage in solution-oriented political work also represents an obstacle to national dialogue. In addition, the need to combat poverty and create job opportunities, especially for the youth and the groups affected by the conflict, are equally viewed as key elements for creating sustainable stability and national cohesion.

Resource mobilization

30. **Poverty reduction strategy paper**. During the February visit to Bujumbura and later to the East African Community in Dar-es-Salaam, United Republic of Tanzania, it was suggested that the Chair would co-host a donor event once the second poverty reduction strategy paper had been completed. During the Chair's visit in November, the idea was discussed further, and the African Development Bank was identified as a potential co-sponsor of the donor conference. The donor event is expected to take place after the completion of the second poverty reduction strategy paper.

31. **Mobilization of private investment**. Following the request reiterated by the President of Burundi for assistance in attracting private investment, the Commission has continued to explore ways to respond to that request. One possible way, identified and discussed with the Government of Burundi during the visits of February and November, would be to organize a high-level event on private investment in 2012 after the donor conference. During the Chair's visit to AfDB in November (see para. 18), the Bank expressed interest in partnering with the Commission in organizing such an event during the second half of 2012. In other matters, the Chair was closely consulted in the preparation for the participation of Burundi in the investors' forum that took place on the margins of the fourth United Nations Conference on the Least Developed Countries, held in May 2011 in Istanbul, during which the Global Compact attracted a substantial number of potential private investors.

32. **Socio-economic reintegration**. Reflecting the prioritization in the revised instrument of engagement of the Commission, the Burundi Joint Steering Committee for peacebuilding identified reintegration as the single issue for a Peacebuilding Fund renewal tranche. The Fund provided $9.2 million out of the $24 million required to cover five priority provinces. During and following his visit in November, the Chair continued to advocate on behalf of the Commission with Burundi's partners to mobilize the additional funding required by the programme.

Fostering coherence

33. During his visit in February, the Chair attended the meeting of the Political Forum of the Partners Coordination Group, at which the participants discussed the fifth review. The Chair suggested that the recommendations of the fifth review could represent a peacebuilding pillar in the second poverty reduction strategy paper. It was then agreed that the Commission would use the reporting and review mechanisms of that paper to monitor and sustain attention on peacebuilding issues.

34. The Chair has also advocated for the use of the existing coordination mechanisms under the Partners Coordination Group, such as the Strategic Forum and the Political Forum, as key policy dialogue and coordination mechanisms

between the Government of Burundi and its partners to validate the second poverty reduction strategy paper at the country level.

35. At the meeting of the Council on 7 December, the Chair made a statement on the situation in Burundi, in which he informed the Council that reflection on transitioning Burundi out of the present form of engagement with the Commission had started.

36. Based on the outcome document of 26 April, the configuration, in coordination with the Government of Burundi, will focus on two priorities in the upcoming year. The first concerns the further implementation of the socio-economic reintegration proposal put forward by the Government and BNUB. It is the intention of the Chair to foster understanding of the selected approach and — together with the Government of Burundi — to advocate for addressing the resource gap of $14 million. The second priority concerns the implementation of the second poverty reduction strategy paper, which is expected to be finalized early in 2012. The Chair will propose to the Burundi configuration that it assist in organizing and possibly co-host a donor event in conjunction with a Consultative Group meeting expected to take place in the first half of the year. In addition, the review of the April 2011 outcome document (see para. 26) in spring 2012 will be an occasion to determine how the Commission can best continue to contribute to supporting Burundi's peacebuilding priorities.

2. Sierra Leone

37. During the reporting period, the Commission confirmed its engagement with Sierra Leone on the basis of the peacebuilding elements of the Agenda for Change of the Government of Sierra Leone, namely: good governance and the rule of law; youth employment; and combating drug trafficking, with gender and regional perspectives as cross-cutting issues (PBC/3/SLE/6). Subsequently, the configuration decided to focus its engagement in the area of governance on support for national actors to help them to prepare the country to hold free and fair elections, which are now scheduled for 17 November 2012 (PBC/4/SLE/3). The configuration has opted for a lighter form of engagement characterized by a smaller number of meetings with higher substantive and output-oriented content.

Political advocacy and support

38. The Sierra Leone configuration has remained a forum for discussing the major political and development issues, whose resolution is essential to the strengthening of the country's peace consolidation process. During the reporting period, the focus of the configuration was on the imperative for all national actors to work towards free, fair and peaceful elections that would affirm the legitimacy of the next government. The configuration has clearly conveyed to all relevant actors in Sierra Leone the keen interest of the international community in seeing the peacebuilding process in Sierra Leone succeed, including by overcoming the important test of the 2012 elections. In that regard, the Commission has consistently impressed upon the political parties the importance of inter-party dialogue and dialogue with the independent institutions mandated to prepare the elections, notably the National Electoral Commission, in order to bridge disagreements and clarify the rules of engagement well ahead of the elections. The message was conveyed in the clearest terms by a high-level delegation from the Commission when it visited Sierra Leone

in May 2011. The Peacebuilding Fund's renewal tranche, programmed in late 2010, has also reinforced the Commission's focus in this direction. The bulk of the allocation from the Fund has been invested in innovative programmes aimed at building the capacity of influential non-State actors, political parties, religious and traditional leaders, academia and civil society, to advocate for free, fair and peaceful elections and to prevent and resolve election-related violence that may emerge during the election process.

39. In March, the Commission hosted the All Political Parties Women's Association and provided an international platform for the Association to advocate for increasing women's participation in politics in leadership positions. Through that exposure, the Association has gained the support of the international community for its cause.

Resource mobilization

40. The engagement of the Commission has resulted in sustained and heightened international attention being devoted to Sierra Leone and has helped in coordinating donor support. Several donors have renewed or demonstrated their interest in Sierra Leone. The Commission has used all available opportunities to advocate for funding the United Nations Joint Vision. In January, the Commission provided its members with information on the financial needs to implement the Joint Vision. As a result, a number of members of the Commission have contributed financially, including Australia ($1,000,000), Canada ($500,000), Italy ($685,000) and the United States ($200,000). In addition, the midterm review of the United Nations Joint Vision found that the plan had raised the profile of the United Nations in Sierra Leone and helped agencies' bilateral fund-raising. Contributions indirectly derived from the success of the Commission in keeping the attention of the international community on Sierra Leone well after the end of the conflict remain difficult to assess. Sierra Leone has enjoyed a level of financial support above the average level of assistance to post-conflict countries.

41. To date, Sierra Leone has received nearly $45 million from the Peacebuilding Fund. At the end of 2010, a renewal tranche was allocated, followed in 2011 by an additional $1.7 million to follow up on activities identified by an independent evaluation. The objective of the investment by the Fund, consistent with the principle of national ownership, is to leave behind a stronger and better organized civil society that will contribute to the peaceful development of Sierra Leone well beyond the coming electoral cycle.

Fostering coherence

42. The Commission's engagement in Sierra Leone has been instrumental in fostering United Nations integration on the ground by supporting the integration of the political mandate of the United Nations Integrated Peacebuilding Office in Sierra Leone (UNIPSIL) with the development mandates of the United Nations agencies; strengthening the role of the Executive Representative of the Secretary-General; and endorsing United Nations Joint Vision.

43. With the alignment of its engagement with the Agenda for Change, the Commission has de facto elevated the Agenda, making it the central peace and development framework of the international community. The United Nations system, in particular the World Bank, the African Development Bank and other

international partners have organized their programmes in line with the Agenda and coordinated their activities to avoid any duplication.

44. Notably, with the political support provided by the Commission, the United Nations succeeded in providing integrated and coordinated support to the country through the Joint Vision. The Joint Vision reflects the intention of the funds, programmes and specialized agencies of the United Nations system to work together towards a set of key objectives in peace and security, humanitarian and development areas. The Joint Vision constitutes one of the most successful examples of a fully integrated and coordinated United Nations on the ground.

45. The Commission will work in close partnership with the Government of Sierra Leone, the National Electoral Commission, the Political Parties Registration Commission, the United Nations system and the rest of the international community to address emerging needs related to the electoral process and help to ensure free, fair, peaceful and, importantly, uncontested elections. Beyond that primary focus, the Commission will also continue to support and monitor progress with respect to youth employment and empowerment, drug trafficking and organized crime, and good governance and the rule of law. To that end, the Chair intends to visit Sierra Leone in January 2012, and the Commission will take stock of peace consolidation by considering the second annual joint progress report on the Agenda for Change in the first quarter of 2012. The Chair also plans to continue working closely with the other West African configurations of the Commission to develop a regional approach to drug trafficking and organized crime, particularly by travelling to Abuja in 2012 to explore closer cooperation with the Economic Community of West African States (ECOWAS) and supporting implementation of the West Africa Coast Initiative.

3. Guinea-Bissau

46. The Commission continued addressing key peacebuilding priorities, with particular focus on supporting government efforts aimed at the full implementation of security sector reform in Guinea-Bissau.

Political advocacy and support

47. The period under review was marked by continuous political stability in Guinea-Bissau. The current Government has been the most stable and longest lasting since 1997. On the economic side, the Government's achievements in terms of macroeconomic management, fiscal discipline and infrastructure development have induced an important virtuous circle in spite of the difficult global economic environment.

48. Conscious that stability is still fragile, however, the Commission engaged with the Government in a dialogue aimed at consolidating further the foundations for sustainable peace. The Guinea-Bissau configuration has encouraged the Government to adopt the necessary measures to launch a pension fund for the armed forces and security forces personnel aimed at accelerating the process of security sector reform. The Government demonstrated its commitment to that process by endorsing the joint Economic Community of West African States/Community of Portuguese-Speaking Countries (CPLP) road map on security sector reform in March, by creating a task force to oversee its implementation. Furthermore, the Government of Guinea-Bissau has established the Follow-up Committee of the Pension Fund,

revamped the security sector reform National Steering Committee, and drafted a tripartite memorandum of understanding for the implementation of the road map, which is being negotiated with CPLP and ECOWAS. The Government also deposited, on 2 September, a total of $200,000 as the first tranche of its initial contribution to the pension fund, and has indicated that it is considering depositing an additional contribution of $300,000 by the end of 2011.

49. The configuration has also addressed other peacebuilding priorities, such as combating drug trafficking and organized crime, and consolidating the rule of law. In that regard, and with a view to garnering further support and encouraging the adoption of a regional approach, the Guinea-Bissau, Guinea, Liberia and Sierra Leone configurations jointly convened a meeting to discuss the issue of transnational crime and drug trafficking, and their impact on peacebuilding in the four countries (see sect. II.C). It is also worth mentioning that the Government of Guinea-Bissau has made important progress in this area. A transnational crime unit, within the West Africa Coast Initiative, was set up in Bissau with the support of the United Nations Office on Drugs and Crime. The management board of the unit is headed by the Director of the Judiciary Police and has been meeting regularly. INTERPOL has set up an office in Bissau. Moreover, in June 2011 the Government adopted an operational plan to combat drug trafficking and is seeking to strengthen its bilateral cooperation with the United States of America to fight this scourge (extension of the United States Africa Command operations to Guinea-Bissau).

50. The Chair visited the country from 1 to 3 September 2011. She met with Carlos Gomes Júnior, Prime Minister of Guinea-Bissau, and with the Minister for Foreign Affairs; the Minister of Economy, Planning and Regional Integration; the Minister of Defence; and the Minister of Justice, as well as with the Minister of the Presidency of the Council of Ministers, Social Communication and Parliamentary Affairs. The Chair subsequently met with representatives of civil society, the diplomatic corps, the heads of United Nations agencies and with the press. The urgency of focusing on security sector reform was widely recognized by all interlocutors during the visit. To that end, the launching of a pension fund for the armed forces and security forces personnel to be demobilized is regarded as a crucial step that will enable the reform to proceed. During her visit, the Chair felt that the Government of Guinea-Bissau was fully committed to the reform and that there is political will to move forward on it.

51. To mobilize support for the launching of the pension fund, the Government of Guinea-Bissau requested the assistance of the Commission in organizing a high-level event on security sector reform. Upon the Chair's return from her visit to Guinea-Bissau, she convened a meeting of the configuration on 9 September to share the findings of her trip and to discuss the way forward with the members of the configuration. During the discussions at the meeting, it was felt that the Commission could contribute to the preparation of the high-level event by presenting some elements for the Government's consideration. The configuration then prepared a list of relevant elements. During a meeting of the configuration on 4 November, the Minister for Economy, Planning and Regional Integration of Guinea-Bissau, Maria Helena Nosolini Embaló, made a presentation sharing the responses to the list of elements with the members of the configuration.

52. Despite the difficult global environment and the internal political challenges, international financial institutions have acknowledged the Government's progress in

financial and economic reforms. In that regard, at the meeting of the configuration on 4 November, a representative of the International Monetary Fund (IMF) highlighted the progress made so far by the Government in terms of macroeconomic management, especially regarding fiscal revenue collection. The IMF representative argued that, thanks to an exceptional cashew-nut harvest combined with enhanced fiscal discipline, the Government was able, for the very first time, to cover its own public expenditure (current spending). Any future financial contribution, therefore, would directly translate into developmental and investment support.

Resource mobilization

53. During the reporting period, the configuration's resource mobilization efforts focused on fast-tracking crucial parts of the security sector reform, notably the launching of the pension fund for armed forces and security forces personnel.

54. On 28 June 2011, the Secretary-General allocated up to $16.8 million from the Peacebuilding Fund to the implementation of the peacebuilding priority plan. Subsequently, the Peacebuilding Joint Steering Committee approved all four draft projects jointly designed by the Government and the United Nations country team to implement the plan. The projects focus on supporting security sector reform, promoting job creation as a peace dividend for youth and women, and boosting political dialogue and national reconciliation.

55. In an effort to work towards achieving the Millennium Development Goals, on 5 July the Government of Guinea-Bissau finalized and endorsed the second poverty reduction strategy paper, which covers the period 2011-2015. The Government intends to organize a donor round table in the first quarter of 2012, with the financial support of the African Development Bank.

Fostering coherence

56. The Guinea-Bissau configuration, which includes all key stakeholders, pursued a dynamic and concrete dialogue among ECOWAS, CPLP, the European Union and the United Nations country team, with a view to promoting conceptual and programmatic alignment.

57. Looking ahead, the configuration is engaged in preparations for a high-level event on security sector reform in Guinea-Bissau. The meeting is expected to be held in New York in early 2012. The configuration may also consider, upon request, assisting the Government in organizing a donor round table aimed at facilitating resource mobilization to fund the second poverty reduction strategy paper.

4. Central African Republic

58. The reporting period was marked by three important events in the Central African Republic and its engagement with the Commission: (a) the holding of presidential and legislative elections in January, March and September 2011; (b) the Brussels partners' round table in June 2011; and (c) the finalization of the second review of the Strategic Framework for Peacebuilding in the Central African Republic and the adoption of its conclusions and recommendations in November 2011. The engagement of the Commission was further marked by a number of visits and activities undertaken by the configuration and its Chair, including the Commission's field mission in October 2011, which was joined by the management

of the Peacebuilding Fund to ensure continuous improvement of the Fund's synergy with the Commission's priorities of engagement.

Political advocacy and support

59. The field visits of the Chair and the configuration remain an important tool for maintaining the dialogue with national counterparts, including civil society, and the Joint Steering Committee for the Peacebuilding Fund. The visits also provide an opportunity to interact with representatives of the international community based in the country in an effort to strengthen coordination among all actors.

60. Shortly after its field visit, the configuration adopted, on 16 November 2011, the conclusions and recommendations of the second review of the Strategic Framework for Peacebuilding in the Central African Republic (PBC/5/CAF/3). In addition to assessing overall progress in the peacebuilding process as well as the progress in the implementation of commitments made by Government, civil society and the Commission, the review provides a set of conclusions and recommendations for the way forward, addressed to the various stakeholders in the country's peacebuilding process. The current Strategic Framework for Peacebuilding (PBC/3/CAF/7) in the Central African Republic expires at the end of 2011; consequently, the configuration has initiated a process to define its future engagement in the country, firmly based on the second poverty reduction strategy paper, in accordance with the wish of the Government.

61. In the second half of 2010, the Commission focused much of its attention on the country's electoral process, and sustained its political accompaniment, albeit in a politically sensitive context. The first round of presidential and legislative elections was held on 23 January 2011, followed by a second round of the legislative elections on 27 March. A third round was organized in September following the ruling of the Constitutional Court on the appeals.

62. After the conclusion of the electoral process, the Commission turned its attention to accompanying the national authorities in the final stages of the preparation of the country's second poverty reduction strategy paper. The Commission's efforts focused on ensuring that the paper could provide a sound basis for the future engagement of the Commission with the country, by making sure the paper incorporated the Commission's priorities for peacebuilding and had an overall peacebuilding-sensitive approach. At the partners' round table in Brussels, international partners provided positive feedback on the final draft presented, and stressed the importance of further prioritizing the multiplicity of goals it contained.

63. In the second half of 2011, the Commission also focused on other ongoing processes in the Central African Republic, in particular the issue of the narrowed political space in the country, the continued absence of a national security sector reform strategy, and the lack of a fully developed and funded reintegration component for the disarmament, demobilization and reintegration programme. The Commission also addressed the status of the development hub project led by the European Union.

64. In his analysis of peacebuilding challenges in the Central African Republic, which he periodically shared with the Security Council, the Chair stressed the aforementioned issues as well as the importance of the regional dimension of the situation in the country and the impact of regional dynamics on the country.

Resource mobilization

65. From 16 to 17 June 2011, the Government of Belgium hosted a partners' round table for the Central African Republic in Brussels. The event, organized by the Government of the Central African Republic with the assistance of the Peacebuilding Support Office, UNDP, AfDB and the World Bank, afforded the opportunity to the Government to present an advanced draft of its second poverty reduction paper.

66. The partners' round table, held in Brussels in June, was the highlight of the Commission's resource mobilization efforts for 2011. Its success lay in the number (over 160) and diversity of participants in the event, ranging from Governments, regional and subregional organizations and international financial institutions to international non-governmental and intergovernmental organizations, including the United Nations. The advocacy and sensitization work of the Commission, and particularly of the Chair of the configuration in the months leading up to the holding of the event, were critical in bringing to the table a wide range of existing and potential donors and partners.

67. Owing to the focus early in the year on the electoral process in the country, and in the light of the funding shortfall for that process, through targeted resource mobilization, the Commission and other partners were able to fill the $7.5 million funding gap.

68. Building on measures taken by the Government in June to advance the disarmament, demobilization and reintegration of ex-combatants, the United Nations Integrated Peacebuilding Office in the Central African Republic (BINUCA) prepared in November a proposal for the Immediate Response Facility of the Peacebuilding Fund to further support the process. The proposal aims to build capacity within the Disarmament, Demobilization and Reintegration Steering Committee, and offer a quick start for reinsertion activities for ex-combatants.

69. The Chair and the Commission maintained a sustained engagement with the International Monetary Fund and the World Bank, following up on the high-level event co-organized in 2010 on the margins of the United Nations summit on the Millennium Development Goals.

70. As a result of his outreach activities, the Chair facilitated the donation of 300 mosquito nets from Sumitomo Chemical to the Ngaraba central prison in Bangui. The remaining nets were installed in the women's prison of Bangui.

Fostering coherence

71. The Central African Republic configuration pursued its efforts to bring together all relevant partners in support of the country. The results of those efforts were visible at the Brussels partners' round table in June, which was attended by a substantial number and variety of partners (see para. 66).

72. The Chair also continued his regular contacts within the United Nations system, including with the Special Representative of the Secretary-General for Children in Armed Conflict, the Special Representative of the Secretary-General on Sexual Violence in Conflict and the Under-Secretary-General of the Department of Field Support, aimed at raising their awareness of the situation in the Central African Republic, and advocating that it be considered a priority country within

their respective mandates relating to the protection of children in armed conflict, sexual violence in conflict and civilian capacity. He also brought together the Civilian Capacities Team of the Department of Field Support, the Permanent Representative of the Central African Republic to the United Nations, the Special Representative of the Secretary-General for the Central African Republic and the Peacebuilding Support Office to discuss capacity-building activities in the country.

73. The Chair introduced the practice of participating at the directors' level in select meetings of the Integrated Task Force for the Central African Republic, including two such meetings relating to his visits to the country, which afforded the opportunity to coordinate messages between the visiting delegation and the United Nations presence at the country level. The practice proved to be particularly useful in allowing coordination between actors in the field and at Headquarters.

74. The existing Strategic Framework for Peacebuilding in the Central African Republic expires at the end of 2011. A new instrument for the Commission's engagement is expected to be adopted early in 2012 to support the peacebuilding priorities of the country's second poverty reduction strategy paper. In the interim, the Commission will focus on the following: (a) supporting the successful completion of the disarmament, demobilization and reintegration process, in particular through resource mobilization for the reintegration strategy; (b) supporting the Government's efforts to mobilize support for its second poverty reduction strategy paper, in follow-up to the partners' round table; and (c) supporting capacity-building efforts, with a special focus on reconciliation and mediation structures at the local level and governance in the natural resources sector.

5. Liberia

75. In its first year of engagement with Liberia, the Commission drew on a range of expertise to become conversant with the conflict, history and culture of the country as well as the technical aspects of the three peacebuilding priorities: rule of law, security sector reform and national reconciliation. Those insights, in addition to three missions undertaken by the Chair and one by the configuration, including visits to outlying counties, enabled the Commission to form independent recommendations on peacebuilding challenges in Liberia. The configuration was also closely engaged in the preparation of an expanded priority plan for peacebuilding in Liberia totalling $80 million for three years, for which the Peacebuilding Fund has allocated a catalytic contribution of $20 million (see para. 78).

Political advocacy and support

76. With a voice that has cohered with the international community, the Commission substantively engaged and credibly advocated with senior government officials on sensitive but essential challenges to peacebuilding. Crucial among those interactions have been repeated meetings with the Chief Justice, in which the Commission stressed the necessity of accountability and oversight. With legislators, including the Speaker of the House of Representatives, the Commission underlined the need for priority attention to critical pieces of pending legislation (omnibus security act and jury law) and the importance of parliamentary civilian oversight of

armed security forces. A key success was the President's agreement for a national strategy to be developed on national reconciliation.

77. In its relationship with the Security Council, the Commission has focused its analysis on the transition of security responsibilities from the United Nations Peacekeeping Mission in Liberia (UNMIL) to the Government. The Commission reported on specific activities on the ground, in particular the establishment of the first justice and security regional hubs with funding from the Peacebuilding Fund. The Commission has also taken the opportunity to call attention to the importance of national reconciliation alongside the rebuilding of State institutions and the necessity to review current approaches to the funding of justice and security institutions.

Resource mobilization

78. The active engagement of the Commission in the preparation of the expanded Liberia peacebuilding programme and its alignment with the statement of mutual commitments on peacebuilding in Liberia has further advanced the synergy between the Commission and the Peacebuilding Fund. The creation of an expanded plan highlighted the catalytic nature of the Fund's contribution ($20 million out of a targeted $80 million; see para. 75), and provided a clear entry point for the configuration to engage in the discussion about priorities, since it was positioned to advocate for additional fundraising.

79. The Commission continues its dialogue with all significant actors in Liberia, including Australia, Norway, the United States and the European Union. A resource mobilization strategy and a workplan are being finalized to facilitate a targeted approach by the Chair and members of the configuration. The Commission will be guided by national ownership, sustainability and the promotion of South-South cooperation.

Fostering coherence

80. One of the main achievements during the reporting period was the full alignment of peacebuilding instruments with core country strategies. The statement of mutual commitments was translated into the Liberia peacebuilding programme, which comprises projects and activities that correspond to all of the Government's commitments in the statement. The programme and the statement drew on and were informed by the poverty reduction strategy for Liberia as well as strategic plans in the areas of security and justice.[2] The work undertaken for the programme is being incorporated into the ongoing planning for the revision of the poverty reduction strategy paper, vision 2030: Liberia rising.

81. While the preparation of the Liberia peacebuilding programme was arduous, the process was inclusive and participatory, enabling improved coherence and coordination among key actors, including the following:

(a) **Government officials**. At the ministerial and technical levels across the executive, legislative and judicial branches of Government, government officials played leading roles in the preparation of the programme through a two-tiered

[2] Including the following: the national security strategy, and the strategic plans of the Liberian National Police, the Bureau of Immigration and Naturalization, the Ministry of Justice, the judiciary and the Bureau of Corrections and Rehabilitation.

government coordination structure. The first tier is the Joint Steering Committee, which oversees the second tier comprising two technical advisory groups. The Minister of Finance is equally engaged, allowing for project planning to factor into national budgetary considerations;

(b) **National and international stakeholders**. National civil society, donors, the funds, programmes and specialized agencies of the United Nations system, and international non-governmental organizations contributed to the content of the programme through their participation in the Joint Steering Committee and/or in the technical advisory groups;

(c) **Traditional donors**. Under the leadership of Sweden, a justice and security donor coordination group has been created to ensure that the programme is synchronized with ongoing support in the justice and security sectors. This forum, together with the prioritization of activities in the programme, is also leading to a more focused and complementary channel of support to the Liberian National Police, the Bureau of Immigration and Naturalization, and corrections and justice officials;

(d) **The Commission**. The Commission contributed by reviewing drafts and sharing views with the Joint Steering Committee and the technical advisory groups in meetings via video link. Such meetings, as well as three missions to Liberia and other meetings with key actors in New York, were instrumental in building linkages between the Commission in New York and stakeholders in the field.

82. The focus in the upcoming year will be on the results of the first review of the statement of mutual commitments, which should be finalized in the first part of 2012. As one of the three priorities (see para. 75), security sector reform is a core aspect of this review. With full appreciation for the Security Council's focus on the UNMIL transition this year, the configuration will be closely monitoring related commitments and projects. The security and justice regional hubs are central to this engagement, and a visit to Liberia by a delegation of the configuration is tentatively planned for April 2012, to coincide with the opening of the first hub. The configuration will continue to advise on the development of a national reconciliation strategy as agreed with the President of Liberia. Resource mobilization will also be at the forefront of the configuration's efforts.

6. Guinea

83. At the request of the Government of Guinea, which identified the three peacebuilding priorities of the promotion of national reconciliation and unity, security and defence sector reform, and the youth and women's employment policy, the Organizational Committee decided on 23 February to place Guinea on its agenda. The Committee elected Sylvie Lucas, the Permanent Representative of Luxembourg to the United Nations, Chair of the Guinea configuration. The Chair led the initial mission to Guinea from 3 to 10 April 2011. In May, the Peacebuilding Support Office led a joint United Nations technical mission, introducing the Peacebuilding Fund and examining how it could be used to support the Commission's engagement. On 23 June 2011, following those missions, an initial draft of the statement of mutual commitments was shared with the Government of Guinea and with the members of the Guinea configuration. The Chair conducted a second mission to Guinea from 4 to 6 September, during which she held discussions with the Government and other key actors to finalize the statement. The statement was adopted at a formal meeting of the configuration on 23 September with President Alpha Condé in attendance.

Political advocacy and support

84. During the visits and meetings of the configuration, the Chair and members of the configuration highlighted the inauguration of the first democratically elected President as the beginning of a new era for the country and a great incentive for renewed cooperation with the international community. The April visit validated the three peacebuilding priority areas for the Commission's engagement with Guinea and pointed to other processes relevant to the peacebuilding agenda, namely the legislative elections and the poverty reduction strategy paper process. In a subsequent meeting focused on the security sector reform process, on 13 June, the Chair mobilized additional attention for the key issues related to that process and provided a platform which was used by partners to further discuss those issues with the Government. That advocacy has produced initial results, including consistent support by the Peacebuilding Fund in the form of a number of quick impact projects which have been approved by the Joint Steering Committee of the Fund in Guinea.

85. The Chair's second visit to Conakry from 4 to 6 September drew further attention to the need for an inclusive dialogue on the challenges the country is facing, including the organization of the legislative elections. The meeting of the configuration on 23 September, in which President Condé was an active participant, provided additional momentum for the international community to engage the Government on those issues. The recent meeting between the President and the leaders of all the major parties is seen as an important step towards a more institutionalized dialogue and, it is hoped, a consensus in relation to outstanding technical and political issues regarding the organization of the legislative elections.

Resource mobilization

86. Although the Commission is in its first year of engagement with Guinea, important steps have been taken, aimed at mobilizing resources for peacebuilding activities and establishing synergies with other regional and international actors. The Chair of the configuration has thus initiated contacts with the World Bank, IMF and, most recently, AfDB.

87. The second peacebuilding priority plan, which was adopted in November by the Joint Steering Committee co-chaired by the Prime Minister of Guinea and the Resident Coordinator of the United Nations in Conakry, is closely aligned with the priorities identified in the statement of mutual commitments. That synergy has created the potential for additional resources that could be mobilized to complement the Peacebuilding Fund. The first results in this respect, pertaining in particular to projects in the area of security sector reform and national reconciliation, have been achieved. The informal meeting of the configuration of 21 November, with discussions on elections, security sector reform and national reconciliation, as well as the annual stakeholders meeting of the Peacebuilding Fund of 22 November, enhanced the visibility of the peacebuilding agenda in Guinea and reinforced the momentum for marshalling possible additional resources.

Fostering coherence

88. The process of developing the statement of mutual commitments has resulted in a common agenda in relation to the three peacebuilding areas. Meetings on 13 June, 6 July and 21 November, as well as a recent United Nations mission on security

sector reform, also contributed to improving policy and programmatic coherence among the key stakeholders.

89. To make progress on the implementation of the mutual commitments for peacebuilding in Guinea, a number of important steps need to be taken, including the further strengthening of the peacebuilding architecture on the ground and the relationship of the Commission with the Group of Friends of Guinea. In addition, it is necessary to enhance the working relationship between the Chairperson/the configuration, the Peacebuilding Support Office and other entities and departments of the United Nations system in New York and on the ground, notably UNDP, the Department of Political Affairs, and the Department of Peacekeeping Operations.

C. Cross-configuration work

90. In an effort to respond to one of the key recommendations of the 2010 review concerning the need for the Commission to pay due attention to the regional dimension of peacebuilding, the West African configurations of the Commission, namely Guinea, Guinea-Bissau, Liberia and Sierra Leone, decided to join forces in addressing the issue of transnational crime and drug trafficking which puts peace at risk in all four countries. The joint effort reflected the recognition that the transnational nature of the drug trafficking phenomenon required a regional approach.

91. Thus on 6 July, the four West African configurations convened a joint meeting to discuss the issue of transnational crime and drug trafficking, and their impact on peacebuilding in the four countries. The ensuing discussion underlined the need to tackle the challenges of drug trafficking and organized crime in a holistic manner, through an approach that is rooted in the principle of common and shared responsibility, involving all major actors across continents. It was emphasized that inaction in the face of efforts by drug traffickers risks reversing ongoing peacebuilding and State-building efforts in the four countries. The Executive Director of the United Nations Office on Drugs and Crime, the Special Representative of the Secretary-General for West Africa, other senior officials of the United Nations system and INTERPOL officials participated in the meeting. It concluded with a call on the Commission to collaborate more closely with the ECOWAS Commission in support of the implementation of the ECOWAS plan of action to tackle crime and drug-related issues, and to lend its support to existing international initiatives, including the joint United Nations-INTERPOL West Africa Coast Initiative. As a follow-up, one of the Chairs of the West African configurations will eventually visit the ECOWAS Commission in Abuja and engage in discussions on how the Commission could concretely support ECOWAS in fully implementing its regional plan of action.

D. Working Group on Lessons Learned

92. During the reporting period, the Working Group on Lessons Learned held four meetings on the following themes: (a) resource mobilization for peacebuilding priorities and improved coordination among relevant actors; (b) economic revitalization and youth employment for peacebuilding (with a focus on youth employment and natural resource management); (c) security sector reform and rule of law for peacebuilding; and (d) transition of the Peacebuilding Commission's

forms and instruments of engagement and the partnership between the Peacebuilding Commission and the Security Council.

93. The Chair compiled initial findings on each of the topics which the Working Group addressed during the reporting period. While details can be viewed in the reports (see http://www.un.org/en/peacebuilding/doc_lessonslearned.shtml), examples of lessons learned emanating from the four meetings held during that period include the following:

(a) **Resource mobilization for peacebuilding priorities and improved coordination among relevant actors**. The discussion on this topic highlighted that the Commission's role is to help to overcome the fragmentation of international development efforts and use its political weight to bring the Government's and the development partners' priorities in line. It also underlined the need for the Commission to engage in discussions aimed at devising mechanisms for flexible, predictable, rapid-response financing, and to encourage improved field-level coordination with international and regional financial institutions, such as the World Bank and the African Development Bank. Given its advisory and political nature, the Commission should focus on facilitating and supporting the integration of all United Nations peacebuilding activities and collaboration between United Nations and non-United Nations actors in the field.

(b) **Economic revitalization and youth employment for peacebuilding**. The discussion on this topic underscored that the Commission should contribute to policy development by mobilizing assistance from the international community. Their help would enable the Government to develop appropriate strategies for economic revitalization and youth employment, and facilitate coordination among and the engagement of relevant stakeholders (such as the World Bank and AfDB) to assist with employment policies and programming. The Commission was encouraged to initiate discussions in the country configurations on the management of natural resources, so as to explore both the linkage between extractive sectors to employment generation in countries on its agenda and regional approaches in capacity-building for proper management of natural resources, including through South-South cooperation.

(c) **Security sector reform and rule of law for peacebuilding**. The meeting on this theme stressed the need for the Commission to place more emphasis on addressing obstacles in ensuring coherence of security sector reform and rule-of-law efforts in the field and on the importance of civilian oversight; support national actors to help to clarify short-, medium- and long-term goals of security sector reform and rule-of-law development processes; emphasize ownership in the context of security sector reform and rule-of-law planning and assistance; identify evaluation schemes and indicators to evaluate the performance of relevant actors; and facilitate information sharing at a subregional level.

(d) (i) **Transition of the Commission's forms and instruments of engagement**. The meeting highlighted the lessons learned from the evolving engagement of the Commission with the countries on its agenda, drawing on the particular experiences of Burundi and Sierra Leone, as the two initial countries for which the Commission's engagement was sought in 2006. The discussion also addressed the possible transition to a lighter form of engagement with countries on the agenda, as needed and agreed to by the country concerned.

(ii) **Partnership between the Commission and the Security Council**. The meeting addressed ideas aimed at strengthening this partnership, including through the Commission's effort to improve its advisory role and the provision of timely and qualitative analysis. Suggestions included ways for creating more frequent and informal opportunities to exchange views between the two bodies, as well as the important role of countries with memberships on both the Commission and the Council. Specific areas relating to ways in which the partnership could be strengthened were also identified, including in the context of transition from United Nations peacekeeping to peacebuilding missions.

94. The selection of the above-mentioned topics marks a continuation of the efforts of the Working Group to focus on thematic areas of particular relevance to the peacebuilding process in the countries on the Commission's agenda. Moreover, the Chair introduced a new method of producing initial findings from each of the meetings of the Working Group, which are disseminated separately to a wider audience and presented for discussion by the Organizational Committee, as the primary forum for policy development on working modalities and mandate implementation.

95. The Working Group's potential to contribute to the work of country configurations and, more broadly, the normative development of the United Nations peacebuilding agenda, will also benefit from initiating discussions at the country level, where the lessons could be directly drawn from or disseminated to the concerned national and international actors.

III. Taking forward relevant recommendations of the 2010 review of the United Nations peacebuilding architecture

96. The two overarching recommendations of the 2010 review were for the Commission to enhance its impact in the field and strengthen its relations with key actors at Headquarters. To that end, the road map for actions in 2011 focused on those priorities. The reporting period witnessed the initiation of critical activities that will place the Commission on the path towards strengthening its impact and demonstrating its value added, both in the field and as a policy platform for the normative development of the peacebuilding discourse in the United Nations and beyond. In that regard, while the Organizational Committee has played the main role of facilitating policy-level and thematic discussions in relation to the priorities identified in the road map, the implementation process involved the combined efforts of the Committee, the country configurations and the Working Group on Lessons Learned, as well as multiple multilateral and bilateral actors.

Aligning actors around common peacebuilding objectives

97. The Commission placed particular emphasis on strengthening its relationships with key United Nations operational entities. As such, more regular and diversified interactions have been initiated at Headquarters and in the field. In addition to the dialogue with leaders of United Nations missions and country teams during field visits undertaken by the Chairs and members of the country configurations, the Chairs were invited to meetings with the integrated (mission) task forces in New York. At the same time, dialogue between the Chairs of the configurations and the Senior Peacebuilding Group has been initiated. Such meetings will promote shared

analysis and collaboration in priority areas of common interest, in particular, lesson learning and advocacy for good peacebuilding practices, resource mobilization and national capacity development.

98. Recognizing the significant role that international financial institutions and regional development banks play in peacebuilding at the country level, the Commission focused on strengthening partnerships with those actors. The release of the *World Development Report 2011* (see para. 12) provided an important opening for exploring greater alignment and complementarity between the World Bank and other United Nations entities in post-conflict settings, in particular in the countries on the Commission's agenda. The hosting of the initial dialogue with the Bank on the implications of the *Report* for the United Nations system and the initiation of partnership with the African Development Bank represent important steps in the right direction.

99. Going forward, the dialogue with the World Bank, its Board of Directors and other operational actors of the United Nations system will seek to place additional focus on encouraging the practical alignment of their support for peacebuilding in the field. The Commission will continue to work with the World Bank, other operational actors of the United Nations system and their government counterparts to strengthen the partnership and the alignment of activities in the countries on its agenda, especially as those activities relate to needs assessment and poverty reduction strategies. The Commission will further explore the possibility of complementary programming between the United Nations system, in particular the World Bank, and other national and international actors where issues of security, justice and development intersect by linking the operationalization of relevant recommendations of the *Report* to that of relevant recommendations from the review of civilian capacity (see para. 9).

100. Similarly, the partnership with AfDB has the potential of enhancing complementarity and coherence among actors in the countries on the agenda. Practical actions in relation to the initially identified areas of cooperation as reflected in the minutes of consultations of the recent visit by the Chairs' Group to Tunis in November will be vigorously pursued. Furthermore, the Commission and AfDB will explore means to support the sharing of experience and expertise between countries emerging from conflict in Africa and a possible partnership between AfDB and the Peacebuilding Fund for complementarity and catalytic activities in countries on the Commission's agenda. The Commission will need to explore the relationship with the evolving Group of Seven Plus (g7+) conflict-affected States in the light of the outcome of the Fourth High Level Forum on Aid Effectiveness, held in Busan, Republic of Korea, in November and December 2011. Such an effort could further help to develop a broader understanding on a common approach in support for mutual accountability frameworks, national ownership and improved aid effectiveness for peacebuilding.

Adoption of flexible and adaptable instruments of engagement

101. The 2010 review found that there were "clear advantages to a single overarching planning document" containing "well-defined peacebuilding elements". Beginning with Liberia in November 2010 and continuing with Guinea in February 2011, the Commission adopted the statement of mutual commitments as the new instrument of engagement for countries to be placed on its agenda. The new

instrument recognizes the need to build closely on existing national frameworks and to pursue mutual accountability for progress between the Commission and the countries on its agenda. A workshop co-organized by the International Peace Institute and the Peacebuilding Support Office for the Commission to assess lessons emerging from the statements and earlier strategic frameworks as well as existing national planning tools, most notably poverty reduction strategy papers, confirmed the need for the Commission to promote poverty reduction strategy papers that more adequately reflect peacebuilding and State-building priorities.

102. Looking ahead, the Commission would also need to develop an understanding of when and why a country would wish to transition to a different form of engagement and how the Commission would be able to support a wider range of countries. The discussion and priority issues should be further elaborated through a process of dialogue with the Security Council in 2012.

Focus on national capacity development

103. As described earlier, initial dialogue has been initiated with UNDP and the Department of Field Support in order for the Commission to develop a better understanding of and monitor the evolving United Nations system-wide approach to national capacity-building in post-conflict settings, taking into account the opportunity offered by the recent review of civilian capacity in the aftermath of conflict (see para. 26). The Commission recognizes the complexity of transforming a system-wide approach in order to respond in a timely and efficient manner to the specific peacebuilding priorities of countries emerging from conflict. Therefore, the Commission needs to continue to be closely engaged in the relevant aspects of the implementation of the civilian capacity review and the development of the evolving guidance on national capacity development under the auspices of UNDP.

104. In parallel to the preceding long-term efforts, the Commission has embarked on extending the frontiers of capacity-building by exploring, helping to disseminate and facilitating cross-learning between countries which have undergone peacebuilding and reconstruction processes and the countries on its agenda. The Kigali high-level meeting on post-conflict peacebuilding: the experience of Rwanda (see paras. 14-17) represented an initial effort in partnering with AfDB to that end. The Commission will continue to strengthen efforts to support national ownership and capacity development, focusing on identifying opportunities to promote South-South cooperation for peacebuilding.

Practical approaches to resource mobilization

105. The Commission has continued to explore a variety of ways to mobilize resources for the countries on its agenda, including through co-sponsoring the organization of donor round tables. The subsections in section II of the present report, which deal with specific countries, provide an account of those efforts. The prevailing global financial and economic crisis will continue to place significant limitations on aid flow for the countries on its agenda. There is recognition that resource mobilization by the Commission will increasingly find expression in its advocacy work for more risk-tolerant financial policies and assistance to the countries on its agenda to prioritize within its peacebuilding objectives and in the promotion of coherence among key bilateral and multilateral actors to maximize the use of existing resources. The Commission, therefore, should continue to identify lessons from its bilateral and multilateral partnership efforts and work alongside the

other entities of the United Nations system and multilateral development banks to identify resource mobilization opportunities and entry points.

106. In addition, synergies with the Peacebuilding Fund are expanding. The expanded priority plan in Liberia (see paras. 75 and 78) represents an innovation that other countries could follow. The expanded plan ensures that the convening of national and international stakeholders (through the Joint Steering Committee) will have an impact on the question of prioritization beyond the scope of activities that could be funded by the Fund. At the same time, the plan benefits from the knowledge that the Fund's catalytic resources are available to kick-start activities and provides a clear road map for additional resource mobilization for agreed priorities. In Guinea, Fund programming has been aligned to the statement of mutual commitments — in particular concerning security sector reform. In Guinea-Bissau, Peacebuilding Fund support for the Pension Fund responds directly to a high priority for the configuration, witnessed by the Fund's detailed engagement in this area.

IV. Conclusion

107. The reporting period, which also coincided with the first year in the implementation of the relevant recommendations emanating from the 2010 review, has witnessed a number of policy processes which need to be taken forward and further consolidated in 2012. The Commission should aim at building on such country- and Headquarters-level processes, ensuring that it retains its focus on strengthening the impact of its work in the countries on its agenda, and at continuing to pursue its efforts to build its credibility as the central intergovernmental advisory platform for championing and developing peacebuilding knowledge and practices. To that end, a new road map will be developed in 2012 to help to focus the Commission on priority actions and results. The road map should include actions aimed at enabling each country configuration to spell out its expected deliverables in the countries on the agenda, drawing on relevant country-specific indicators and mutual commitments, and to indicate how it intends to measure its achievements. In that connection, the Commission intends to place additional emphasis on measuring its impact in the field.

108. While pursuing actions focused on producing results for the countries on its agenda, the Commission needs to strengthen further its relationship with key actors at Headquarters. The progress made in deepening and diversifying the relationship with key United Nations organs and operational entities represents an important step in this direction. During the reporting period, the institutional linkage with the General Assembly has been expressed through the Chairperson's briefing to the Special Committee on Peacekeeping Operations (see para. 23) which has become an annual informal occasion designed to provide the Commission's contribution to the Committee's consideration of the section on the linkage between peacekeeping and peacebuilding in its annual report. The linkage with the Economic and Social Council is expressed through the annual informal briefing by the Chairperson at its substantive session under a standing agenda item (African countries emerging from conflict), or through a jointly organized thematic discussion of mutual interest. The linkage with the Security Council (see para. 24) has also progressed through the continuing regularization of country-specific formal briefings and the evolution of informal interactive dialogue on a case-by-case basis and as needed. However, despite the ongoing progress, the Commission still expects more active reflection of

the increasing importance of post-conflict peacebuilding across the United Nations system, but, more importantly, in the work of the principal organs.

109. In the particular case of the Security Council, the Commission recognizes that there are areas requiring additional effort from its side to bring added value to the Council's consideration of countries on the agenda. Those efforts include: (a) striving to address the fragmented response by security and development actors in the field and advising the Council upon its request; (b) considering ways to advise the Council, upon its request and in coordination with relevant United Nations missions and national stakeholders, on peacebuilding-related aspects in the mandates of the missions; and (c) focusing on providing high-quality analysis of specific problems in the area of peacebuilding and on suggesting options to address them. Progress in these areas needs to result, in turn, in a more regular drawing on the Commission's advice in the Council's consideration of relevant country situations and thematic discussions.

110. Increased appreciation of the potential role that the Commission can play to promote renewed commitment by the international community to countries emerging from conflict will generate increased expectations. In that regard, the Commission will continue to look towards the Peacebuilding Support Office for high-quality support to the country configurations. Through better use of its own resources and by drawing on expertise from within and outside the United Nations, the Office is expected to provide analyses and assessments that would help the Commission to manage the various phases in its engagement with the countries on its agenda. Whether through assistance in the development of the instruments of engagement, assessment of progress towards commitments made therein, or the unblocking of obstacles and identification of opportunities for resource mobilization, the Office's role will continue to be crucial for the Commission's efficient functioning.

111. Greater synergies will be sought between Peacebuilding Fund investments and peacebuilding priorities supported by the Commission. They will be pursued through consultations between the country configurations and the Fund during the development of the instruments of engagement and the priority plans of the Fund.

112. Aside from the outreach activities undertaken by the Commission and the Chairs of the country configurations, the reporting period has witnessed little progress in relation to the development of a communications strategy that could help the Commission to communicate its work and objectives to a broader audience at the country level and globally. The launching of a new website of the Commission and the connection with media and social networks represent important steps resulting from the Peacebuilding Support Office's establishment of a dedicated communications capacity. As part of its dedicated support to the Commission, it is expected that the Office will develop a full-fledged communications strategy for the Commission.